

DOCUMENT RESUME

ED 135 039

CS 501 635

TITLE How to Start a Public Broadcasting Station.
INSTITUTION Corporation for Public Broadcasting, Washington, D.C.
PUB DATE 76
NOTE 19p.
EDRS PRICE MF-\$0.83 HC-\$1.67 Plus Postage.
DESCRIPTORS *Administrative Agencies; *Broadcast Television; *National Organizations; Organization; *Planning; Programing (Broadcast); *Public Television; *Radio

ABSTRACT

The procedures for establishing a public broadcasting station are outlined in this book. The first section, devoted to planning for necessary prebroadcast activities, discusses the kinds of licensee groups and the search to determine available radio frequencies or open TV channels. The second section discusses the functions of various national organizations and agencies which either regulate or provide support for public broadcasting. Section three considers the elements of a full-service public broadcasting station and provides a checklist for station planning. Reference materials are listed in the fourth section. The first appendix presents criteria for community service grants for television and radio, and the second describes the policy for public radio station assistance. (LL)

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How to Start a Public Broadcasting Station

U.S. DEPARTMENT OF HEALTH,
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A publication of the
Corporation for Public
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Washington, D.C., 1976

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Noncommercial or "public" broadcasting today has evolved, after a slow start in the early days of radio and TV, into a significant service for all of the American public. What was originally called "educational" broadcasting has grown and broadened its focus substantially. With the aid of several Federal funding programs, it is becoming a strong national media force.

The Federal Communications Commission (FCC) licenses all broadcasting facilities as prescribed by the Communications Act of 1934, as amended. All applicants for licensing must satisfy the Commission that they are legally, technically and financially qualified and that operation of the proposed station will be in the public interest. A publication entitled "How to Apply for a Broadcast Station" is available from the FCC. The procedures described here relate to establishing a public broadcasting station.

Planning for Necessary Pre- Broadcast Activities

The Licensee Group

One of the first items of business for any person or group interested in starting a public station should be to establish a non-profit corporation capable of being licensed by the FCC. The licensee of the station can be an educational or other institution, an arm of the local or state government or a community-based, non-profit corporation. An important factor determining the viability of the licensee group or organization will be its ability to obtain funds for construction and operation of the station.

Another important factor will be the ability of the potential licensee to know and respond to the needs of the people in the proposed station's coverage area. A community group forming a new corporation for the purpose of operating a station will probably wish to draw its members from a wide spectrum of the local residents and from institutions or organizations representing a variety of community groups or interests. Institutional groups and organizations

entering the public broadcasting area may wish to consider establishing an advisory group made up of representatives of various local organizations or interests.

It is wise to engage the services of an attorney as soon as a potential licensee group has been identified. Beginning with the process of formal incorporation, there are many times when the services of a good attorney, familiar with broadcasting and FCC regulations, will be invaluable.

Engineering Studies

A number of simultaneous operations must be undertaken following the establishment of the potential licensee group. A frequency search is most crucial to the progress of a public radio project, as the scarcity of broadcast space now severely limits the growth of public radio. The request of a channel assignment will be necessary for establishing a public TV station.

FM Radio Frequency Search

A qualified consulting engineer or firm should be hired to conduct a search for a frequency in the proposed service area on which the proposed radio station can operate without causing or receiving interference from existing stations and stations proposed in pending applications. There are 20 FM channels between 88 and 92 MHz reserved by the FCC for use by noncommercial stations. Currently, there are no such reserved channels on the AM band.

The FCC has divided the country into three zones for FM radio regulation. Zone I includes all or part of 18 Northeastern states, plus the District of Columbia; Zone I-A is limited to Southern California and Zone II includes the rest of the country. The Commission also created several classes of FM stations. Class A stations are assigned to all zones; Class B stations are assigned to Zones I and I-A, and Class C stations are assigned to Zone II. There is also a special Class D designation for certain types of noncommercial stations which can be assigned in any zone.

Each class of stations has certain maximum power designations, which combined with regulations regarding maximum antenna heights in relation to power give fairly standard signal coverage areas for stations at the maximum allowable power and antenna heights. Class A stations are low-powered with a maximum of 3 kilowatts effective radiated power and a maximum antenna height at full power of 300 feet above average terrain. Therefore, at

the maximums, good service extends about 15 miles for Class A stations. Class B stations achieve a coverage area of 33 miles radius with the maximum allowable 50 kw power and 500 foot antenna height, and Class C stations have good coverage for 64 miles at the maximums of 100 kw and 2,000 feet. If antenna height above average terrain is greater than the maximum for a station's class, power must be reduced commensurately. Minimum power requirements are also prescribed.

The FM rules also include minimum mileage separations between stations on the same or adjacent channels. This is to protect the licensed service from interference.

The special noncommercial educational stations in Class D operate at 10 watts of power and broadcast over very limited (2 to 5 miles) coverage areas. These stations are also exempt from a number of FCC regulations governing station operations. In March 1976, the FCC announced its intention to reconsider the status of 10 watt

stations, especially with respect to the fact that the channels reserved for noncommercial use are rapidly becoming saturated in major metropolitan areas. The station assistance policy of CPB also precludes funding any Class D stations.

As noted, the frequency space for noncommercial FM broadcasting is becoming increasingly crowded, to the point where there is no spectrum space available at all in some cities. Therefore, a thorough frequency search by a qualified engineer is essential before any project to start a station can proceed. A number of consulting engineers and firms are listed in trade periodicals such as *Broadcasting* magazine and the *Broadcasting Yearbook*.

Television Channel Allocation

The FCC allocated TV facilities for noncommercial educational use after a lengthy study. The Commission determined that it would take longer for the educational service to be developed than for the commercial service,

and that special channels should be reserved.

Consequently, in 1952, channel assignments were made to 242 communities exclusively for noncommercial educational stations. Of the total 242 channels, 80 were VHF and 162 UHF. There have been more assignments since. In 1966 a revised table of channel assignments was adopted for UHF, containing many more educational assignments than before. The new table contains altogether over 615 educational TV assignments in the Continental United States, more than a third of all channel assignments.

Noncommercial educational stations are not required to broadcast a specific minimum number of hours, but educational and commercial TV stations are subject to the same service requirements, such as station separation, antenna height and power.

An applicant for a TV station must request a VHF (Very High Frequency) or a UHF (Ultra High Frequency) channel assignment to the community in which service is

proposed, or a place having no channel assignment within 15 miles of that community. Power depends upon the kind of channel used (VHF or UHF).

Separation of stations on the same channel is determined by three geographic zones. In Zone I, minimum co-channel separation is 170 miles for VHF channels and 155 UHF. This zone covers Massachusetts, Rhode Island, Connecticut, New Jersey, Maryland, Pennsylvania, Delaware, District of Columbia, Ohio, Indiana, Illinois, and parts of Maine, New Hampshire, Vermont, New York, Virginia, West Virginia, Michigan, and Wisconsin.

In Zone II, minimum co-channel separation is 190 miles for VHF and 175 miles for UHF. This zone includes Kentucky, Tennessee, North and South Carolina, Missouri, Iowa, Minnesota, Arkansas, Kansas, Wyoming, Nevada, Colorado, Oregon, Washington, California, Alaska, Hawaii and parts of the States of Maine, New Hampshire, Vermont, New York, Virginia, West Virginia, Georgia, Ala-

bama, Mississippi, Louisiana, Michigan, Wisconsin and Texas.

In Zone III the separation is 220 miles for VHF and 205 miles for UHF channels. This zone includes Florida, and parts of Georgia, Alabama, Louisiana, Mississippi and Texas.

TV service may be expanded to new areas through use of "satellite" stations, regular stations largely rebroadcasting the programs of parent stations, and "translators", lower power automatic installations which pick up and rebroadcast programs of parent stations on different frequency. Rebroadcasting requires the consent of the originating stations.

There are a number of national agencies and organizations in business to either regulate or provide support for public broadcasting. The potential licensee should contact all of them early in the planning process. They will be briefly described here.

The most important thing to remember about communicating with any organization which may be giving the station money or the FCC, which will control its ability to operate, is: *Find out when application deadlines are and take them seriously.*

Who to contact and what to ask for:

Corporation for Public Broadcasting
1111 16th Street, N.W.
Washington, D.C. 20036
(202) 293-6160

A private, nonprofit corporation established pursuant to the Public Broadcasting Act of 1967 to foster the growth and development of the nation's noncommercial radio and television stations. Provides grants to qualified public radio and television stations for their

general operations and grants to create new radio stations or expand existing ones in certain target population centers not now receiving public radio services. The Corporation has also established interconnection services for television and radio. In addition, it supports various activities and organizations providing programs of high quality for station use. Other research, training and technical services which benefit public broadcasting are also supported by CPB.

Television inquiries should be addressed to the Director of TV Activities at CPB. Financial assistance is available in the form of Television Community Service Grants to augment locally-acquired funds. The grants vary in size for different stations according to a detailed formula. The criteria for the Television Community Service Grants are detailed in Appendix I.

Radio inquiries should be addressed to the Director of Radio Activities at CPB. There are two types of grants available to those wishing to establish public radio stations.

The Radio Community Service Grants are available for stations meeting the qualification criteria listed in CPB's "Policy for Public Radio Station Assistance." (See Appendix II.) CPB Coverage Expansion Grants are awarded competitively to those proposing to establish stations in key, unserved population centers.

To receive a Community Service Grant a station may apply for and receive conditional qualification status whenever it meets all of the minimum criteria. The station must continue to meet or exceed the criteria for a 12-month period, after which it will be eligible to apply for a prorated Community Service Grant for the remainder of the regular grant period. Thereafter, as a CPB-qualified station it will be eligible to apply for a full, 12-month Community Service Grant on an annual basis.

In an effort to establish full-service public radio stations in key population centers of the United States currently unserved by a CPB-qualified station, the Corporation for Public Broadcasting has es-

tablished the Public Radio Coverage Expansion Project.

Through this competitive project, successful applicants may receive grant funds of up to \$250,000 over a four-year period to supplement substantial local resources which will establish stations in areas where populations of 350,000 or more will be served. Particular emphasis will be given to the establishment of stations in unserved communities which are among the top 100 major population centers of the United States in the 1970 U.S. Census.

In addition to the unserved major population centers a number of grants will be awarded to assist the establishment of stations in other areas throughout the United States with populations of 350,000 or more. Additional information on these grants is available from CPB Radio Activities.

Federal Communications Commission
1919 M Street, N.W.
Washington, D.C. 20554
(202) 655-4000

The FCC also has offices in 24 federal districts across the country.

Upon completion of the search required to find an available broadcast channel, application should immediately be made to the FCC for a Construction Permit. The consulting engineer and attorney for the group should be actively involved in preparation of the FCC application forms.

Public broadcasting applications, requests and reports are submitted on the following forms:

FCC Form 340: Applications for Authority to Construct or Make Changes in a Noncommercial Educational TV, FM, or Standard Broadcast Station.

FCC Form 341: Application for Noncommercial Educational TV, FM or Standard Broadcast Station License.

FCC Form 342: Application for Renewal of Noncommercial Educational TV, FM or Standard Broadcast Station License.

FCC Form 313: Application for Authorization in the Auxiliary Radio Broadcast

Services.

FCC Form 318: Request for Subsidiary Communications Authorization.

FCC Form 701: Application for Additional Time to Construct Radio Station.

FCC Form 321: Application for Construction Permit to Replace Expired Permit.

FCC Form 323E: Ownership Report for Noncommercial Educational TV, FM or Standard Broadcast Station.

FCC Form 340 is the first one which must be filed. At the time it is filed the applicants must give public notice of their plans through local newspapers and notice must also be given of any subsequent designation of the application for hearing. This affords an opportunity for public comment on the application to the Commission (Section 1.580 of the FCC Rules and Regulations specify how the notice must be given.) Applicants and stations also must maintain public reference files in their local offices.

FCC rules now require non-

commercial broadcasters to conduct an ascertainment survey within six months prior to the filing of an application for a construction permit. (Federal Register, Vol. 41, No. 59—March 25, 1976 gives the complete rules for such ascertainment.)

An application is not acted upon until at least 30 days after the Commission gives public notice of its acceptance, during which time it is subject to competing applications and to objecting petitions.

It is important to note that many other phases of station establishment are contingent upon the FCC giving public notice of its acceptance of the construction permit application. In particular grants for funds from the HEW Facilities program are granted only to applicants the FCC has listed on its list of applications acceptable for filing. This list is often called the "cut off" list.

Educational Broadcasting Facilities Program

U.S. Office of Education
Department of Health
Education and Welfare,

400 Maryland Avenue, S.W.
Washington, D.C. 20202
(202) 245-9225

The HEW Facilities Program provides major assistance for equipment purchases for public TV and Radio stations. The maximum grant is for 75% of the project cost. The licensee is required to provide the remaining 25%.

Funds are provided for major equipment such as transmitters, towers, antennas, and control room equipment. The number and amount of the grants each year are dependent on appropriations from Congress. Complete application procedures, rules and regulations are available from the address listed above.

Note: Applications to HEW/EBFP for projects requiring FCC action will not be accepted until the necessary FCC applications have been accepted for filing by the FCC and the proposed station has appeared on the "cut off" list. (See above.)

National Public Radio
2025 M Street, N.W.
Washington, D.C. 20036

(202) 785-5400

National Public Radio is the national programming and interconnection service for public radio stations. It provides interconnected and recorded services of a nature and quality that would be impossible to duplicate on a strictly local basis. Its broad responsibilities include the acquisition, production, distribution and promotion of national radio programs. NPR is governed by a board of directors drawn in part from, and selected by, its member stations. Membership is open only to those stations which qualify under CPB criteria as "full-service" public radio stations.

Stations may apply for and receive membership in National Public Radio (NPR) during the 12-month CPB conditional qualification period. Provisional NPR membership will be granted to on-air stations meeting all the minimum NPR and CPB qualification criteria.

A station manager wishing to use NPR programming in the inaugural broadcast

schedule of a new station must request CPB qualification and NPR membership at least 45 days prior to the projected on-air date. In such cases, CPB and NPR reviews will be made prior to the station's projected on-air date and favorable decisions will result in "provisional CPB qualification" and "provisional NPR membership." This provisional status will remain in effect for a maximum of 30 days following the station's on-air date. During this period both CPB and NPR will assess the station's on-air performance and determine whether the 12-month CPB conditional qualification and membership in NPR can be granted.

Inquiries regarding NPR membership should be addressed to the Director of Station Relations at NPR.

Public Broadcasting Service
475 L'Enfant Plaza, S.W.
Washington, D.C. 20024
(202) 488-5000

The Public Broadcasting Service is the member organization of the nation's public television stations. Owned and

governed by the stations, it serves both as the national distributor of public television programs and as the coordinator of numerous station services.

While not a "network" in the familiar sense, PBS manages and services the public TV interconnection, the system through which the stations are linked together. Through the interconnection, programs are distributed from PBS across the nation and can be broadcast at a time of the individual station's choosing.

PBS is governed by a 25-member board of distinguished citizens elected by the membership. This Board of Governors is composed of prominent members of individual communities who serve as trustees at their local stations. This governing group is advised by a 25-member Board of Managers, a group of professional station executives which is also chosen by the member stations.

The Association of Public Radio Stations
1050 17th Street, N.W.
Suite 1040

Washington, D.C. 20036
(202) 785-4616

The Association of Public Radio Stations is a national organization of noncommercial educational radio stations. Membership in APRS is open to all stations which provide or intend to provide "full-service" public radio to meet the informational, cultural and educational needs of their respective communities. APRS represents the interests of its membership before the general public, the legislative and executive branches of the Federal government and appropriate public and private agencies. It stresses locally oriented stations which provide a service for the general public rather than serving primarily for student training or other limited purposes. It assists stations in efforts to obtain adequate funds, staff and facilities to maintain schedules of sufficient length and regularity to constitute a reliable and competent service.

Elements of a Full-Service Public Broadcasting Station— A Checklist for Station Planning

The following is a sometimes annotated list of things that need to be considered, planned, done or otherwise made a part of the organization and establishment of a public radio or television station.

A. Establish a properly incorporated nonprofit group, eligible for licensing by the FCC and support from various funding sources.

B. Assure a method of involving the local community in station planning and operations through membership in the governing board or through an advisory council or other mechanism.

C. Obtain and begin filling out required FCC and HEW applications.

1. Be aware of all deadlines and take them seriously
2. Obtain qualified legal and technical consultants.

D. Draw up specifications for required equipment.

1. Determine station transmission power capabilities (Power vs. Height above average terrain)

2. Note CPB radio grant eligibility criteria relating to station power and primary signal radius.

3. Relate equipment needs to physical plant design and programming plans.

E. Design the physical plant

1. Control room layout
2. Studio design
3. Acoustic sound control
4. Electrical wiring requirements
5. Transmitter building and tower
6. Office space
7. Production and editing space
9. Storage, record libraries etc.
10. News room
11. Security control and safety

F. Obtain necessary clearances for facility construction.

1. Antenna towers must be cleared by the Federal Aviation Administration.
2. Towers or other facility construction may require local, state or federal environmental impact clearances.
3. Local building permit.

G. Begin fund-raising to secure sufficient matching monies for an equipment acquisition grant from HEW (75% HEW and 25% local funds), or sufficient other funds to provide for equipment acquisition.

H. Begin budget planning for the first several operating years.

I. Plan on a full-time, fund-raising capability, beginning immediately.

1. Assistance and information is available to CPB-qualified radio stations to advise on development efforts in areas such as on-air fund-raising, memberships and program underwriting. A Handbook for Radio Development, evolutionarily constructed, is available from CPB.
2. Development assistance and information for public television stations is available from the Public Broadcasting Service.

J. Plan full-time public awareness and station promotion activities.

K. Conduct a community ascertainment to discover and document local programming needs.

1. On March 22, 1976 the FCC ruled that "noncommercial applicants for construction permits for new stations . . . shall be required to survey their respective communities within six months prior to the filing of those applications."
2. Federal Register, Vol. 41, No. 59—March 25, 1976 gives the complete rules for ascertainment by noncommercial stations.
3. An Ascertainment Handbook for Public Broadcasting is available from the CPB Office of Communication Research.

L. Prepare station organization chart or staffing plan.

1. Note that criteria for eligibility for CPB Radio Community Service Grants include the following stipulation:

"A minimum of five full-time, professional radio station staff must be employed on an annual (12-month)

basis. At least three full-time staff members should be employed in a managerial and/or programming position.

"Full time, professional, radio station staff includes permanent personnel with demonstrated skill and expertise in the management, programming, production, promotion, development, or engineering areas of radio station operation, paid no less than the minimum Federal hourly wage, whose terms of employment require the exercise of full-time duties in one or more of these areas. Clerical and custodial staff, interns and trainees, and students whose status is a condition of their employment, do not meet the definition of this criterion."

CPB grants to TV stations do not require any specific number of staff.

2. As an example for planning, the following are some positions which are often found at a public TV or radio station:

a. Station Manager or General Manager

- b. Program Manager
 - c. Operations Manager or Production Manager
 - d. News or Public Affairs Director
 - e. Music or Fine Arts Director
 - f. Development Director
 - g. Promotion Director
 - h. Business Manager
 - i. Chief Engineer
 - j. Community Relations or Volunteer Coordinator
 - k. Producers
 - l. Directors
 - m. Technicians and Camera Operators
 - n. Announcers and On-air Talent
 - o. Special Service Personnel (SCA or Instructional Projects)
 - p. Clerical Staff
3. Sources of Personnel
- a. Advertise in trade journals such as *Broadcasting* magazine or engineering publications.
 - b. National Public Radio will send a radio job opening announcement to its members through the DACS teletype system it operates. Any NPR member station may request that a job opening

message be sent.

c. Notify local organizations such as the Urban League or chapters of groups such as the National Organization for Women to advertise job openings to minority groups and women.

d. The Corporation for Public Broadcasting has a variety of grants available on a competitive basis to assist public radio and TV stations in hiring, promoting and training minorities and women. Further information on these grants can be obtained from the Director of Training and Recruitment at CPB.

e. Volunteers can provide the station with an additional effective and committed labor force for many station operations. The CPB Radio Volunteer Coordinator is available to assist in all areas of Radio Volunteer Activities. For information contact the Public Affairs Office at CPB.

M. Legal Affairs: As previously mentioned, a good lawyer

will be a most valuable asset for any group starting a public broadcasting station. All broadcast stations have numerous legal obligations under FCC regulations, and local and state governments add their share of statutes as well. Some legal areas or obligations to be kept in mind are:

1. Fairness doctrine, and special balance and objectivity clauses relating to public broadcasting stations.
 2. Copyright laws
 3. Emergency Broadcasting System
 4. Broadcast liability insurance. CPB offers a group liability package to eligible radio and TV stations. Contact the Radio or TV Activities Departments at CPB for information.
 5. The Fair Labor Standards Act
 6. Equal Employment Regulations and Laws
 7. IRS Tax Exemption
- N. Programming—Some things to keep in mind when planning the program schedule.
1. Are there other public

stations within the signal area of the new station? How will the programming planned for the new station differ from the public station(s) already in the area?

2. CPB Radio grant criteria state:

"The station's minimum operational schedule must be 18 hours per day, 365 days per year.

"The station's daily broadcast schedule must be devoted primarily to programming of good quality which serves demonstrated community needs of an educational, informational, and cultural nature, within its primary signal area. Such programming should be intended for a general audience.

"A program schedule designed to further the principles of a particular religious philosophy does not meet the definition of this criterion.

"A program schedule designed primarily for in-school or professional

in-service audiences does not meet the definition of this criterion.

"New applicants in areas already served by a CPB-qualified station must propose a substantially different program service from the existing CPB-qualified station(s) in the area, and clearly identify the varying needs and interests of the audience to be served.

"The station must originate a significant, locally produced program service designed to serve its community of license."

3. Use the information compiled in the ascertainment study conducted for the FCC filing to identify the audience the station will serve.

4. Sources of Programs—Radio

a. NPR interconnection and tape distribution systems provide a variety of regular and special programs for use by NPR member stations.

b. A program source list is available from National

Public Radio's Office of Station Relations.

c. Locally produced programs.

5. Sources of Programs—TV

a. PBS interconnected programs and programs from the Public Television Library are an important program resource for public TV stations.

b. Independent TV producers both local and national, may be a source of programs.

c. Regional or State TV systems often distribute programs of interest locally.

6. Consider trends in program scheduling, format or content. Explore new techniques to see if they apply in your particular situation.

O. Plan to take advantage of new and existing technologies to provide services meeting the needs of special public radio audiences.

1. SCA—Some public radio stations provide multiplex services under a Subsidiary Communications Authorization (SCA), transmitting

programs of a broadcast nature, but of interest primarily to limited segments of the public. Such subcarrier programming includes instructional programs, reading services for the blind and handicapped and the provision of information to select audiences. A Handbook on Radio Information Services for the Print Handicapped is available from CPB Radio Activities.

2. Many public radio stations operate microwave systems, which use narrow, concentrated beams for efficient short-range transmission, to provide aural (Studio Transmitter Link (STL) and relay signals between radio broadcast stations (Aural Intercity Relay).

3. Many public radio stations use remote pickup (aural) for the transmission of program material and related communications from a point away from the studio, and for communicating with other remote pickup broadcast base and mobile stations.

The following publications are available from the FCC's Public Information Office on request:

1. *How to Apply for a Broadcast Station*
2. *Applicability of the Fairness Doctrine in the Handling of Issues of Public Importance*
3. *What You Should Know About The FCC*
4. *Lists of FCC Publications Sold by the Government Printing Office*
noting that rules governing broadcasting (Volume III of FCC Rules & Regulations) can be purchased
5. *FCC Report and Statement of Policy Concerning Broadcast Programming*
6. *Publications and Services* listing business media in the broadcast field

The Corporation for Public Broadcasting publishes several Handbooks on aspects of station operations. Address requests to the CPB Office of Public Affairs.

Trade journals and magazines are available in libraries and by subscription. A sampling of

the better known publications:

1. *Broadcasting Magazine* (Broadcasting Publications, Inc., 1735 DeSales St. N.W., Washington, D.C. 20036)
2. *Broadcasting Yearbook* (Broadcasting Publications, Inc.)
3. *Television Digest* (Television Digest, Inc., 1836 Jefferson Place, N.W., Washington, D.C. 20036)
4. *Broadcast Engineering* (1014 Wyandotte Street, Kansas City, Missouri 64105)
5. *Communications* (Communications Magazine, Inc., 1900 West Yale, Englewood, Colorado 80110)
6. *Signal* (Armed Forces Communications and Electronics Association, 1725 Eye St., N.W., Washington, D.C. 20006)
7. *Telecommunications Reports* (National Press Building, Washington, D.C. 20004)
8. *Cable News* (5700 N. Portland, Oklahoma City, Oklahoma 73112)
9. *CATV* (Communications

Publishing Corporation, 1900 West Yale, Englewood, Colorado 80110)

10. *Cablecasting* (C. S. Tepfer Publishing Co., 607 Main St., Ridgefield, Conn. 06877)

11. *Educational Television* (Tepfer Publishing Co.)

12. *Perry's Broadcasting and the Law* (Perry Publications, Box 8357, Knoxville, Tenn. 37916)

Books on the subject of broadcasting and communications are available in many libraries and book stores. *Broadcasting Yearbook* gives a list of recently published books each year. A few books which might be of interest to those starting public broadcasting stations are:

1. *Public Television, A Program for Action*, The Report of the Carnegie Commission on Educational Television, New York: Harper and Row, 1967.
2. Gross, Malvern J., Jr., *Financial and Accounting Guide for Nonprofit Organizations*, New York: The Roland Press

Company, 1974.

3. Wilson, Marlene, *The Effective Management of Volunteer Programs*, Boulder, Colorado: Johnson Publishing, 1976.

Appendix I: Community Service Grants for Television and Radio

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Community Service Grants for Television

A. Definitions

1. For the purposes of this grant criteria statement, a "station" shall be defined as an on-the-air (UHF and VHF) television station operating under a non-commercial educational license granted by the FCC.

a. Each station must have a staff headed by a manager or other chief executive officer who:

1. has the responsibility and authority to determine when and what material shall be broadcast over the station; and

2. has the responsibility and authority to administer disbursements under a budget authorized by the governing board of the licensee.

b. When more than one station is operated by

one licensee, each such station, in addition to the above, must be headed by a manager or other chief executive officer who reports directly to the governing board of the licensee.

2. "Income" shall be defined as total income received during the designated fiscal year, including the fair market value of "gifts in kind", but such income shall not include funds received from the Corporation for Public Broadcasting or from the Educational Broadcasting Facilities Program.

B. Criteria

To be eligible to receive a television community service grant, every station (as defined in A above):

1. must demonstrate that during the fiscal year on which computation for the Community Service Grant is based:

- its income (as defined) was in excess of \$150,000; and
- that it had available studio and production

facilities and had regularly produced and broadcast locally-originated programming.

2. In addition, all stations on the air as of July 1, 1973 must:

- during fiscal 1974 (July 1, 1973 through June 30, 1974), broadcast a minimum schedule of six days per week, fifty-two weeks per year, for a total of not less than 2500 hours; and
- during fiscal 1975 (July 1, 1974 through June 30, 1975) and in all succeeding years, broadcast on a schedule of seven days per week, fifty-two weeks per year, for a total of not less than 3000 hours.

3. Each station beginning on-air service after the adoption of these criteria or June 30, 1973 (whichever is earlier) must:

a. meet the following operational requirements:

- (1) during its first full year of on-air operation commencing on the July

1st immediately following issuance of Program Test Authority, broadcast on a minimum schedule of six days per week, fifty-two weeks per year, for a total of at least 2500 hours; and (2) during its second such full year of operation and in all succeeding years, broadcast on a schedule of seven days per week, fifty-two weeks per year, for a total of at least 3000 hours.

b. clearly show that its signal will result in the addition of substantial currently unreached population *if its broadcast coverage duplicates, in whole or in part, that of an existing educational television broadcast station*, which receives a Community Service Grant. This proviso is to remain in effect until the purposes of Section 369 (a) (5) of the Public Broadcasting Act of 1967

have been satisfied, which states, "that it is necessary and appropriate for the Federal Government to complement, assist, and support a national policy that will most effectively make non-commercial educational radio and television service available to all the citizens of the United States."

C. Special Provisions

1. Each station must maintain financial books and records in accordance with generally accepted accounting principles, and document its eligibility to meet the above criteria by submitting a Community Service Grant application, and must complete the CPB Annual Television Survey by the deadlines to be specified by the CPB. In cases where more than one station under a common license submits separate grant applications, the data contained in the individual applications must correspond to the data contained in the annual

survey reported by the licensee. No grant payments will be made to any station until *all* of its required applications and surveys have been audited and approved.

2. Until the year in which the CPB Annual Television Survey for fiscal 1975 activities (see B 2b) is used as the base for Community Service Grant computation, each licensee which received a Community Service Grant in fiscal 1972 will continue to be eligible for an annual Community Service Grant, without respect to the foregoing criteria (Section B).

3. Local circumstances may prevent a station from holding to the minimum criteria during any fiscal year, and the station is encouraged to submit documentation of such circumstances. CPB will treat each such case on an ad hoc basis.

4. To encourage and assist stations in reaching the minimum criteria for regular Community Service Grants (defined above), the

Corporation may establish additional separate grant procedures and funds.

Community Service Grants for Radio

All radio stations which meet at least the minimum criteria outlined in the "Policy for Public Radio Station Assistance" (See Appendix II) are eligible to apply for an Annual Community Service Grant, computed on an established formula.

Appendix II: Policy for Public Radio Station Assistance

Corporation for Public Broadcasting

Policy statements contained in the Public Broadcasting Act speak of encouraging "the growth and development of noncommercial radio and television broadcasting" and "of programming which will be responsive to the interests of the people . . . and constitutes an expression of diversity and excellence." They stress the importance of supporting a national policy which "will most effectively make noncommercial, educational radio and television services available to all citizens of the United States." The Corporation can effectively implement the policies and purposes of the Public Broadcasting Act only by establishing priorities for the use of its funds and other resources. Such priorities are necessarily predicated upon the Corporation's financial capabilities and its determination of the relative ability of stations to serve the public interest in terms of the nature, extent, and quality of their services and the public need for them.

Policy for Public Radio Station Assistance

A station must meet the following standards to qualify as capable of performing a sufficient public service to warrant Corporation support:

1. Have adequate facilities to transmit an acceptable signal to an appreciable segment of the public.
2. Have access to sufficient funds to cover ordinary operating and program expenses.
3. Have a staff of sufficient size and professional ability to provide a competent service.
4. Maintain an operating schedule of sufficient length and regularity to constitute a reliable and significant service.
5. Assure in its program schedule a substantial amount of programming of consistently good quality, devoted to the educational, informational, and cultural needs of its audience.
6. Be substantially engaged in broadcasting to the public rather than to religious, in-school, or other special classes of listeners,

or in serving as a facility for training students in broadcasting or other limited purpose.

By policy statements such as this, the Corporation publishes periodically what it regards as substantial compliance with the foregoing qualifications and specifies particular criteria which it uses to make determinations of eligibility and priority when providing financial and other support. The criteria for determining assistance eligibility effective January 1, 1975, are listed below.

The Corporation is aware that there are instances in which a noncommercial radio station failing in one or more of the criteria for determining assistance eligibility may nevertheless be rendering an important public service which merits Corporation assistance. The Corporation will make every effort to recognize meritorious situations and, when appropriate, make exceptions to its Policy for Public Radio Station Assistance upon the written request of an authorized station official.

Criteria for Determining Assistance Eligibility

Based upon the recognition that the Corporation for Public Broadcasting is charged with determining how to best utilize limited financial resources for the systematic development of a significant, nationwide public radio service, the following criteria shall be considered in determining the appropriateness of Corporation support:

1. The station must be licensed by the FCC as a noncommercial, educational radio station.
2. The station must operate with an effective radiated power of no less than 250 watts on a standard AM frequency or of no less than 3,000 watts at 300 feet above average terrain on a standard FM frequency (or the equivalent for a 15-mile primary signal radius).

New applicants serving areas already served by a CPB-qualified station must operate with an effective radiated power of no less than 250 watts on a standard AM frequency or, on a stand-

ard FM frequency, no less than:

- 25 kw at 500 feet above average terrain (or the equivalent for a 30-mile primary signal radius) in areas with a population over one million in FCC Zone 1.
 - 10 kw at 500 feet above average terrain (or the equivalent for a 25-mile primary signal radius) in areas with a population under one million in FCC Zone 1.
 - 50 kw at 500 feet above average terrain (or the equivalent for a 35-mile primary signal radius) in areas with a population over one million in FCC Zone 2.
 - 25 kw at 500 feet above average terrain (or the equivalent for a 30-mile primary signal radius) in areas with a population under one million in FCC Zone 2.
3. A minimum of one adequately equipped studio and one separate control room must be available to provide for local program production and origination.
4. A minimum of five full-

time, professional radio station staff must be employed on an annual (12-month) basis. At least three full-time staff members should be employed in a managerial and/or programming position.

"Full-time, professional, radio station staff" includes permanent personnel with demonstrated skill and expertise in the management, programming, production, promotion, development, or engineering areas of radio station operation, paid no less than the minimum Federal hourly wage, whose terms of employment require the exercise of full-time duties in one or more of these areas. Clerical and custodial staff, and interns and trainees, do not meet the definition of this criterion.

5. The station's minimum operational schedule must be 18 hours per day, 365 days per year.

6. The station's daily broadcast schedule must be devoted primarily to programming of good quality which serves demonstrated community needs of an

educational, informational, and cultural nature, within its primary signal area. Such programming should be intended for a general audience.

- A program schedule designed to further the principles of a particular religious philosophy does not meet the definition of this criterion.
 - A program schedule designed primarily for in-school or professional in-service audiences does not meet the definition of this criterion.
 - New applicants in areas already served by a CPB-qualified station must propose a substantially different program service from the existing CPB-qualified station(s) in the area, and clearly identify the varying needs and interests of the audience to be served.
7. The station must originate a significant, locally produced program service designed to serve its community of license.
8. The station must have a total annual operating budget of at least \$75,000 (including direct and

indirect costs). This amount is exclusive of CPB Community Service Grant funds.

Joint Licensees

Joint AM-FM stations or FM-FM stations operated by the same licensee in the same community may be individually qualified for CPB assistance under the following conditions:

- Each station should provide a separate and distinct program service for the community of license, comparable in length to at least the minimum required daily broadcast schedule for CPB-qualified stations.
- Each station should meet all other criteria for determining assistance eligibility.

Associated Stations

An associated station is one which primarily extends either the transmission capability or the program service capability of another station, or both. It may present programming originated by the primary station on a

simultaneous or delayed basis and/or extend the hours of program service provided by the primary station. In both instances the associated station serves principally as an additional transmission facility.

In order to become eligible for CPB assistance, an associated station operating in a community separate from its primary station must meet all criteria for determining assistance eligibility.

In order to become eligible for CPB assistance, an associated station operating in the same community as its primary station must meet the following requirements:

- The station should provide a separate and distinct program service for the community of license, comparable in length to at least the minimum required daily broadcast schedule for CPB-qualified stations.
- The station should meet all other criteria for determining assistance eligibility.

When a station meets the above requirements and, hence, becomes eligible for CPB assistance it is no

longer classified as an associated station.

General Exceptions to the CPB Policy for Assistance

- AM-FM stations and FM-FM stations operated by the same licensee in the same community may combine capabilities of both stations in order to qualify one of the stations.

- Any station which is restricted in its hours of operation by the terms of its license to less than the minimum required by the CPB policy will be eligible for assistance if all other criteria are met.

Community Service Grants

A station may apply for and receive conditional qualification status whenever it meets all of the minimum criteria listed above. The station must continue to meet or exceed the criteria for a 12-month period. Upon successful completion of the conditional qualification period, the station is eligible to apply for a prorated Community Service

Grant for the remainder of the regular grant year. Thereafter the station will be eligible to apply for a 12-month Community Service Grant on an annual basis.